



# House of Representatives

General Assembly

**File No. 770**

January Session, 2005

Substitute House Bill No. 5482

*House of Representatives, May 17, 2005*

The Committee on Judiciary reported through REP. LAWLOR of the 99th Dist., Chairperson of the Committee on the part of the House, that the substitute bill ought to pass.

## **AN ACT CONCERNING THE IMPLEMENTATION OF THE RECOMMENDATIONS OF THE CHILD POVERTY COUNCIL.**

Be it enacted by the Senate and House of Representatives in General Assembly convened:

1 Section 1. Section 4-67x of the general statutes is repealed and the  
2 following is substituted in lieu thereof (*Effective from passage*):

3 (a) There shall be a Child Poverty Council consisting of the  
4 following members or their designees: The Secretary of the Office of  
5 Policy and Management, the president pro tempore of the Senate, the  
6 speaker of the House of Representatives, the minority leader of the  
7 Senate and the minority leader of the House of Representatives, the  
8 Commissioners of Children and Families, Social Services, Correction,  
9 Mental Retardation, Mental Health and Addiction Services,  
10 Transportation, Public Health, Education, Economic and Community  
11 Development and Health Care Access, the Labor Commissioner, the  
12 Chairman of the Board of Governors for Higher Education, the Child  
13 Advocate, the chairperson of the State Prevention Council, the

14 chairperson of the Children's Trust Fund and the executive [director]  
15 directors of the Commission on Children and the Commission on  
16 Human Rights and Opportunities. The Secretary of the Office of Policy  
17 and Management, or the secretary's designee, shall be the chairperson  
18 of the council. The council shall develop a ten-year plan, to begin June  
19 8, 2004, to reduce the number of children living in poverty in the state  
20 by fifty per cent.

21 (b) The plan shall contain: (1) An identification and analysis of the  
22 occurrence of child poverty in the state, (2) an analysis of the long-term  
23 effects of child poverty on children, their families and their  
24 communities, (3) an analysis of costs of child poverty to municipalities  
25 and the state, (4) an inventory of state-wide public and private  
26 programs that address child poverty, (5) the percentage of the target  
27 population served by such programs and the current state funding  
28 levels, if any, for such programs, (6) an identification and analysis of  
29 any deficiencies or inefficiencies of such programs, and (7) procedures  
30 and priorities for implementing strategies to achieve a fifty per cent  
31 reduction in child poverty in the state by June 30, 2014. Such  
32 procedures and priorities shall include, but not be limited to, (A)  
33 vocational training and placement to promote career progression [.] for  
34 parents of children living in poverty, (B) educational opportunities,  
35 including higher education opportunities, and advancement for such  
36 parents and children, including, but not limited to, preliteracy, literacy  
37 and family literacy programs, (C) housing for such parents and  
38 children, (D) day care and after-school programs and mentoring  
39 programs for such children and for single parents, (E) health care  
40 access for such parents and children, including access to mental health  
41 services and family planning, (F) treatment programs and services,  
42 including substance abuse programs and services, for such parents and  
43 children, and (G) accessible childhood nutrition programs.

44 (c) In developing the plan, the council shall consult with experts and  
45 providers of services to children living in poverty and parents of such  
46 children. The council shall hold at least one public hearing on the plan.  
47 After the public hearing, the council may make any modifications that

48 the members deem necessary based on testimony given at the public  
49 hearing.

50 (d) Funds from private and public sources may be accepted and  
51 utilized by the council to develop and implement the plan and the  
52 provisions of this section.

53 (e) Not later than January 1, 2005, the council shall submit the plan,  
54 in accordance with section 11-4a, to the joint standing committees of  
55 the General Assembly having cognizance of matters relating to  
56 appropriations and human services and to the select committee of the  
57 General Assembly having cognizance of matters relating to children,  
58 along with any recommendations for legislation and funding  
59 necessary to implement the plan.

60 (f) On or before January 1, 2006, and annually thereafter, until  
61 January 1, 2015, the council shall report, in accordance with section 11-  
62 4a, to the joint standing committees of the General Assembly having  
63 cognizance of matters relating to appropriations and human services  
64 and to the select committee of the General Assembly having  
65 cognizance of matters relating to children on the implementation of the  
66 plan, [and] progress made toward meeting the child poverty reduction  
67 goal specified in subsection (a) of this section and the extent to which  
68 state actions are in conformity with the plan. The council shall meet at  
69 least quarterly to review and coordinate state agency efforts to meet  
70 the child poverty reduction goal specified in subsection (a) of this  
71 section.

72 (g) Not later than January 1, 2006, the Office of Policy and  
73 Management shall: (1) Establish administrative procedures, through  
74 memoranda of agreement, coordination of services or other means, to  
75 improve access by eligible children and families to services that  
76 diminish poverty or negative outcomes related to poverty, (2) require  
77 that state contracts related to services for low-income children and  
78 families include performance-based standards and outcome measures  
79 related to the child poverty reduction goal specified in subsection (a) of  
80 this section, (3) establish a common protocol among state agencies for a

81 standard assessment concerning barriers to employment, including  
82 transportation, child care, education and substance abuse issues, to  
83 expedite referrals and access to services, and (4) within available  
84 appropriations, increase outreach and education to low-income  
85 families regarding available services and resources.

86 (h) Within available appropriations, the council shall appoint a  
87 consumer committee to advise it regarding strategies to reduce child  
88 poverty. The consumer committee shall include, but not be limited to,  
89 a parent of a child living in poverty, a community leader, a municipal  
90 elected official and a child advocate.

91 ~~[(g)]~~ (i) For purposes of this section, the Secretary of the Office of  
92 Policy and Management, or the secretary's designee, shall be  
93 responsible for coordinating all necessary activities, including, but not  
94 limited to, scheduling and presiding over meetings and public  
95 hearings.

96 ~~[(h)]~~ (j) The council shall terminate on June 30, 2015.

97 Sec. 2. Section 17b-16 of the general statutes is repealed and the  
98 following is substituted in lieu thereof (*Effective October 1, 2005*):

99 The Labor Department, in cooperation with the Department of  
100 Social Services, shall provide information and assistance in obtaining,  
101 within available appropriations, the federal earned income credit  
102 established pursuant to 26 USC 32, to each applicant for or recipient of  
103 assistance from the department. The Labor Department, in cooperation  
104 with the Department of Revenue Services, shall promote the earned  
105 income credit program to recipients of benefits pursuant to section  
106 17b-112. The Labor Department, in cooperation with the Department  
107 of Social Services and the Child Poverty Council, shall, within  
108 available appropriations, promote the federal earned income credit to  
109 municipalities, public and private employers, community  
110 organizations and other entities that have frequent contact with low-  
111 income families and shall promote federal welfare to work tax credit  
112 programs and federal work opportunity tax credit programs to public

113 and private employers.

114       Sec. 3. (NEW) (*Effective from passage*) The Commissioner of Social  
115 Services, the Commissioner of Education and the Labor Commissioner  
116 shall, within available appropriations and in consultation with literacy  
117 volunteers and organizations that promote literacy, incorporate child  
118 and family literacy standards and goals into family resource center  
119 programs, temporary family assistance programs, "Jobs First"  
120 programs and other similar programs deemed appropriate by said  
121 commissioners.

122       Sec. 4. Section 10-266t of the general statutes is repealed and the  
123 following is substituted in lieu thereof (*Effective July 1, 2005*):

124       (a) The Commissioner of Education shall award grants annually, in  
125 accordance with this section and section 10-266u, to local and regional  
126 boards of education identified as priority school districts pursuant to  
127 section 10-266p. In addition, for the fiscal years ending June 30, 2000,  
128 and June 30, 2001, the commissioner shall provide a grant to any local  
129 or regional board of education in a town which does not qualify for a  
130 grant pursuant to subsection (a) of section 10-266p for said fiscal years  
131 but does qualify for a grant pursuant to subsection (b) of said section  
132 for said fiscal years. The grants shall provide funds for extended  
133 school building hours for public schools in such districts for academic  
134 enrichment and support, and recreation programs for students in the  
135 districts. Such programs may be conducted in buildings other than  
136 public school buildings, provided the board of education is able to  
137 demonstrate to the commissioner that the facility in which the  
138 program will be run can adequately support the academic goals of the  
139 program and a plan is in place to provide adequate academic  
140 instruction.

141       (b) The Commissioner of Education shall provide a grant estimate  
142 annually to each priority school district. The estimated grant shall be  
143 calculated as follows: Each district's average daily membership, as  
144 defined in subdivision (2) of section 10-261, divided by the total of all  
145 priority school districts' average daily membership, multiplied by the

146 amount appropriated for the grant program minus the amounts  
147 specified in subsections (a) and (b) of section 10-266u.

148 (c) (1) Annually, each such district shall file a grant application with  
149 the Commissioner of Education, in such form and at such time as he  
150 prescribes. The application shall identify the local distribution of funds  
151 by school and operator, with program specification, hours and days of  
152 operation.

153 (2) Each such district shall solicit applications for individual school  
154 programs, on a competitive basis, from town and nonprofit agencies,  
155 prioritize the applications and select applications for funding within  
156 the total grant amount allocated to the district. District decisions to  
157 fund individual school programs shall be based on specified criteria  
158 including: (A) Total hours of operation, (B) number of students served,  
159 (C) total student hours of service, (D) total program cost, (E) estimate  
160 of volunteer hours, or other sources of support, (F) community  
161 involvement, commitment and support, (G) nonduplication of existing  
162 services, (H) needs of the student body of the school, (I) unique  
163 qualities of the proposal, and (J) responsiveness to the requirements of  
164 this section and section 10-266u. Each district shall submit to the  
165 commissioner all proposals received as part of its grant application  
166 and documentation of the review and ranking process for such  
167 proposals.

168 (3) Grants to individual school programs shall be limited to a range  
169 of twenty to eighty thousand dollars per school, based on school  
170 enrollment.

171 (d) Each district, shall: (1) Demonstrate, in its grant application, that  
172 a district-wide and school building needs assessment was conducted,  
173 including an inventory of existing academic enrichment and support,  
174 and recreational opportunities available during nonschool hours both  
175 within and outside of school buildings; (2) ensure equal program  
176 access for all students and necessary accommodations and support for  
177 students with disabilities; (3) provide a summer component, unless it  
178 is able to document that sufficient summer opportunity already exists;

179 (4) include in its application a schedule and total number of hours that  
180 it determines to be reasonable and sufficient for individual school  
181 programs; (5) support no less than ten per cent of the cost of the total  
182 district-wide extended school building hours program and provide  
183 documentation of local dollars or in-kind contributions, or both; and  
184 (6) contract for the direct operation of the program, unless it is able to  
185 document that no providers are interested or able to provide a cost  
186 efficient program.

187 (e) All programs funded pursuant to this section shall: (1) Offer both  
188 academic enrichment and support and recreation experiences, (2) be  
189 open to all resident students in the district, (3) be designed to ensure  
190 communication with the child's teacher and ties to the regular school  
191 curriculum, (4) be clearly articulated with structured and specified  
192 experiences for children but able to accommodate the irregular  
193 participation of any one child, (5) provide for community involvement,  
194 (6) investigate the use of the National Service Corps, (7) coordinate  
195 operations and activities with existing programs and the agencies  
196 which operate such programs, (8) provide for parent involvement in  
197 program planning and the use of parents as advisers and volunteers,  
198 and (9) provide for business involvement or sponsorship. Programs  
199 within a district may vary in terms of times of operation and nature of  
200 the program. All programs which operate in a public school shall have  
201 access to existing special facilities and equipment in the public school  
202 and shall have the written endorsement of the school principal and  
203 superintendent of schools for the school district.

204 (f) Grant funds may be used to hire personnel to provide for the  
205 instruction and supervision of children and for necessary support costs  
206 such as food, program supplies, equipment and materials, direct cost  
207 of building maintenance, personnel supervision and transportation but  
208 shall not be used for indirect costs.

209 (g) The Commissioner of Education may negotiate the contents of a  
210 district's grant application or refuse to authorize a grant if he finds the  
211 proposal costs are not reasonable or necessary or the selection of

212 specific local building programs over others was not justified by the  
213 process and the data.

214 (h) Notwithstanding subsections (d) and (e) of this section, a school  
215 district may charge fees for participation in after-school academic  
216 enrichment, support or recreational programs, provided the fees are  
217 calculated on a sliding scale based on ability to pay and no fee exceeds  
218 seventy-five per cent of the average cost of participation. No school  
219 district may exclude a student from participation in such after-school  
220 academic enrichment, support and recreational programs due to  
221 inability to pay a fee.

222 (i) Within available appropriations, grant funds shall be used for  
223 specialized mentoring services targeted within school districts to meet  
224 the academic, emotional and social needs of children ages six through  
225 sixteen living in poverty. Such specialized mentoring services shall be  
226 prioritized for: (1) Families receiving temporary family assistance, (2)  
227 families with a custodial parent under the age of twenty, and (3)  
228 families in which the primary caretaker is a grandparent. Such  
229 specialized mentoring services shall include, but not be limited to,  
230 literacy, financial literacy, career and scholastic guidance. Funding for  
231 such specialized mentoring services may include school and business  
232 partnerships and private funds.

233 Sec. 5. (*Effective July 1, 2005*) The sum of fifty thousand dollars is  
234 appropriated to the Labor Department, from the General Fund, for the  
235 fiscal year ending June 30, 2006, for the purpose of promoting the  
236 federal earned income credit, federal welfare to work programs and  
237 federal work opportunity tax credit programs.

238 Sec. 6. (*Effective July 1, 2005*) The sum of fifty thousand dollars is  
239 appropriated to the Department of Social Services, from the General  
240 Fund, for the fiscal year ending June 30, 2006, for the purpose of  
241 promoting the federal earned income credit, federal welfare to work  
242 programs and federal work opportunity tax credit programs.



This act shall take effect as follows and shall amend the following sections:

Section 1	<i>from passage</i>	4-67x
Sec. 2	<i>October 1, 2005</i>	17b-16
Sec. 3	<i>from passage</i>	New section
Sec. 4	<i>July 1, 2005</i>	10-266t
Sec. 5	<i>July 1, 2005</i>	New section
Sec. 6	<i>July 1, 2005</i>	New section

**JUD**      *Joint Favorable Subst.*

The following fiscal impact statement and bill analysis are prepared for the benefit of members of the General Assembly, solely for the purpose of information, summarization, and explanation, and do not represent the intent of the General Assembly or either House thereof for any purpose:

### **OFA Fiscal Note**

#### **State Impact:**

Agency Affected	Fund-Effect	FY 06 \$	FY 07 \$
Policy & Mgmt., Off.	GF - Cost	Significant	Significant
Labor Dept.	GF - Cost	50,000	None
Social Services, Dept.	GF - Cost	50,000	None

Note: GF=General Fund

**Municipal Impact:** None

#### **Explanation**

The bill requires the Office of Policy and Management (OPM) to establish procedures to improve access to services that diminish poverty or negative outcomes related to poverty, which is anticipated to require one full time staff member with an estimated salary of \$60,000<sup>1</sup> and associated other expenses of \$1,500. Additionally the bill makes OPM require that state contracts related to services for low income children and families include performance-based standards and outcome measures related to the reduction of child poverty, this will result in two full time positions (2 X \$60,000= \$120,000)<sup>2</sup>, plus equipment and related expenses of \$3,500. Additionally, the six agencies that use purchase of service agreements will each need significant additional resources to develop performance measures. OPM is required to establish a common protocol among state agencies for a standard assessment concerning barriers to employment, which

<sup>1-4</sup>, The fringe benefit costs for state employees are budgeted centrally in the Miscellaneous Accounts administered by the Comptroller. The estimated fringe benefit reimbursement rate as a percentage of payroll is 53.91%, effective July 1, 2004. However, first year fringe benefit costs for new positions do not include pension costs lowering the rate to 22.65%. The state's pension contribution is based upon the prior year's certification by the actuary for the State Employees Retirement System.

will result in increased costs to OPM to assess what agency's are currently doing and the agency will require one additional staff person with a salary of \$60,000<sup>3</sup>, and associated equipment and other expenses of \$1,500.

Section 4 of the bill in subsection (i) puts requirements on the usage of extended school hour grant funds. However as it puts the requirement "within available appropriations" it is unclear as to whether a district would have to use the funds for the purposes of subsection (i). Subsection (e) (existing law) already dictates the usage of the funds.

Sections 6 and 7 of the bill requires the Department of Labor to promote the federal earned income tax credit, welfare to work tax credit and work opportunity tax credit. Additionally, the bill requires the Department of Social Services to incorporate literacy standards and goals into certain departmental programs. These requirements will lead to increased administrative costs to each of the departments. The extent of these costs will be dependent upon the scope of the programs developed, and are to be implemented within available appropriations. The bill appropriates \$50,000 to each department in FY 06 to meet these requirements.

**OLR Bill Analysis**

sHB 5482

***AN ACT CONCERNING THE IMPLEMENTATION OF THE  
RECOMMENDATIONS OF THE CHILD POVERTY COUNCIL*****SUMMARY:**

This bill requires the Office of Policy and Management (OPM), and the Labor (DOL), Social Services (DSS), and Education (SDE) departments to increase outreach and education efforts concerning available services and tax credits that assist low-income families. It also requires OPM to:

1. include performance-based standards and outcome measures in all contracts for services to low-income families;
2. establish administrative procedures to improve access to services for eligible children and families that reduce poverty or related negative outcomes; and
3. establish a standard assessment protocol for all state agencies concerning barriers to employment, including transportation, child care, education, and substance abuse to expedite referrals and access to services.

The bill also requires DOL, DSS, and SDE to incorporate child and family literacy standards and goals in family services center, Temporary Assistance to Needy Families, Jobs First, and other programs they administer, and SDE to provide prioritized after-school program grants for mentoring programs directed at children in poverty.

Finally, the bill makes the executive director of the Commission on Human Rights and Opportunities a member of the Child Poverty Council and adds meeting and reporting requirements to the council's charge.

EFFECTIVE DATE: July 1, 2005, except for the Child Poverty Council and OPM provisions, which are effective upon passage and the

promotion of the tax credit provision, which is effective October 1, 2005.

### **AGENCY OUTREACH AND EDUCATION**

The bill appropriates \$50,000 in FY 2006 each to DOL and DSS to cooperatively promote (1) the federal earned income tax credit to municipalities, public and private employers, community organizations, and other entities that have frequent contact with low-income families and (2) federal welfare-to-work and federal work opportunity tax credit programs to public and private employers. The Child Poverty Council, within appropriations, must also cooperate with these efforts.

### **AFTER-SCHOOL PROGRAM GRANTS FOR MENTORING**

Within available appropriations, the bill requires after-school program grants for priority school districts to be used for specialized mentoring services targeted to meet the academic, emotional, and social needs of children ages six to 16 living in poverty. These services must be prioritized for families (1) receiving Temporary Family Assistance (cash welfare), (2) with a teenaged custodial parent, and (3) in which a grandparent is the primary caretaker. Mentoring services must include literacy, financial literacy, and career and scholastic guidance.

The bill specifies that school and business partnerships and private funds may be used to fund the programs.

### **CHILD POVERTY COUNCIL ACTIVITIES**

The bill requires the Child Poverty Council to meet at least quarterly to review and coordinate state agency efforts to meet the goal of reducing child poverty by 50% by June 30, 2014. Its annual implementation reports to legislative committees must include progress made toward meeting this goal.

The bill also requires the council, within available appropriations, to appoint a consumer committee to advise it regarding strategies to reduce child poverty. The committee's membership must include a parent of a child living in poverty, a community leader, a child advocate, and an elected municipal official.

### **BACKGROUND**

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***Legislative History***

On April 20 the House referred the bill (File 279) to the Judiciary Committee. On April 29 Judiciary voted out a substitute, eliminating a provision mandating hiring quotas in certain state contracts.

**COMMITTEE ACTION**

Select Committee on Children

Joint Favorable Substitute Change of Reference

Yea 10      Nay 2

Labor and Public Employees Committee

Joint Favorable Report

Yea 8      Nay 3

Judiciary Committee

Joint Favorable Substitute

Yea 27      Nay 7